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REPORT
OF THE
COMMISSION ON PENAL
INSTITUTIONS

MAY • 1931



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COMMISSION ON PENAL INSTITUTIONS

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FOREWORD

This report is the result of an investigation conducted by the Commission on Penal Institutions appointed by Governor Fisher pursuant to an Act of Assembly of the Commonwealth of Pennsylvania, dated the 10th day of May, A. D. 1927, P. L. 882. The Act imposed upon the Commission the duty to "inquire into the advisability of making the State Penitentiary at Rockview a penitentiary, separate and apart from the Western Penitentiary, to be governed and administered under the supervision of a board of trustees appointed by the Governor; to investigate the several State and local penal institutions, their method of administration and the commitment, employment, care, and maintenance of inmates therein, and to suggest methods for the improvement of the same; to study and make recommendations relative to the transfer and retransfer of inmates to and from such institutions; and to inquire into the advisability of providing for the construction of district or central prisons or workhouses for the confinement of prisoners now confined in county and city prisons and workhouses."

The organization meeting was held in the Governor's reception room at the Capitol, in Harrisburg, on January 7, 1928. The Commission then proceeded with its labors.

In 1929 so much remained to be inspected and evaluated that the Commission held it advisable to present a tentative report concerning only Rockview and to ask for the continuance of the Commission during the biennium of 1929-31. Sufficient funds remained of the appropriation to finance the completion of the work. The request was granted and the Commission was continued by Legislative Act.

INTRODUCTION

Public interest has been focussed upon prisons and prisoners with a growing desire to understand the penal and criminal situation and to meet it with intelligence. The situation is hopeful, and the time has arrived for definite objectives to be set up and clarified, and for a comprehensive program to be formulated and put into practice.

This report may seem oversolicitous for the welfare of the criminal. On the contrary, the Commission holds emphatically to the proposition that few are imprisoned unjustly; that stern but wise discipline should be enforced; that society must be protected. But the Commission also holds, with equal emphasis, that society is responsible for some situations conditioning criminal behavior. The case histories of many criminals reveal how society often fails to provide the means of readjustment at critical times in the life of the individual, in spite of the fact that knowledge of his needs is not lacking.

One recognizes that some criminals cannot be restored to society, and that segregation is the only means society has for self protection. But a large number of prison inmates, under wise guidance and suitable education, can change their attitudes and develop their abilities, and in the end return to society and make a readjustment. The Lombrosian theory that the criminal is a creature apart from society, of a congenitally alien group, from which society must protect itself, is now in the discard.

Protection of society implies, not only the imprisonment of criminals for a period of time, but also the acceptance, on the part of society, of the grave and important responsibility of changing the prisoner's attitude, of developing his abilities to the limits of his native endowments, so that society may not be subjected to his depredations upon his release.

Dr. Richard Cabot has analyzed the old profitless way of treating prisoners, one cannot break up a man's bad habit by locking him away for some months.—Some way he must be brought

1. to take a new interest in an honest job;
2. to have a new affection leading to his finding it worth while to behave more decently;
3. to learn that crime doesn't pay.

To this end the penal and correctional institutions of the State should develop a well coordinated, scientifically organized socio-educational program of rehabilitation that shall use every available means for reaching, changing and developing the personality of the prisoner.

The effectiveness of such program will depend first, upon limiting the number of inmates for each institution; secondly, upon the possibility of establishing a graded system of promotion within each institution, providing colonies for the inmates of the more promising type; and thirdly, upon the possibility of classifying the institutions as well as classifying the inmates. Without classification, the desired results cannot be obtained.

Any consideration of delinquency involves the inquiry into its cause and prevention. The Commission believes that, through the agency of the home and the schools, the problem of potential delinquency should be attacked. The average teacher, who now looks upon the troublesome, the truant and the defective as trying nuisance, must recognize in many of them the potential delinquent, requiring special care. Schools should be adjusted for such cases. For if effective reclamation work were done in the early stage of unsocial behavior of the young, the population of our correctional and penal institutions would be materially reduced.

Other agencies should be utilized more widely. Attendance at prenatal clinics will warn of congenital disorders; baby clinics will discover and advise concerning physical maladjustments; pre-school clinics will help adjust health and behavior problems and guide the parents to better handling of the child and the choice of more suitable school. With the correction of his physical ills, many roads to delinquency will be closed and the State will have protected the child against an overwhelming environment.

The lack of preventive measures is well illustrated in the following:

On June 1, 1930, twenty-three girls, rated feeble-minded, were held in Muncy because all proper institutions for them were overcrowded. Of this group, one girl, aged 17, with a mental age of 10 years and 2 months is serving a term for her seventh offense. Had the Juvenile Court discovered her mental condition when she first appeared at the age of 14, much distress and cost would have been spared. Had the schools discovered it long before she was 14, the whole tragedy might have been averted and the child protected in a suitable institution.

In conclusion, the affairs of prisons and prisoners require wide technical knowledge and are of tremendous consequence to society. For the world of the anti-social is a world in itself, even behind prison bars. Within the limits of its age groups, it must meet problems of housing, physical and spiritual care, education, employment, leisure. In fact every problem that arises in the life of the socially minded, may arise in the prison world. The prison has the task of making over the anti-social into a social person. This task is made particularly difficult because normal family relationships are cut and the unhappiness of physical restraint is added.

In view of the complexity of the problem, it is necessary to have a highly developed and powerful organization handling the affairs of our

penal institutions, an organization with specialized, yet well coordinated, divisions, subscribing to a uniform program, covering the whole field of commitment, treatment, restoration and disposition of the delinquents, with power and authority to put its program into effect.

THE ROCKVIEW PRISON PROJECT

A. *The Relation of Rockview to the Western Penitentiary.* After thorough study, the Commission is convinced that Rockview should not be "a penitentiary separate and apart from Western Penitentiary, to be governed and administered under the supervision of a Board of Trustees appointed by the Governor."

Irrespective of other consideration the Commission holds it to be the best modern prison policy to continue Rockview as a part of a system of classification and promotion for prisoners, to be more systematically developed in the future.

As a transfer prison, Rockview offers the opportunity of developing a graded system of classification in conjunction with the other penitentiaries of the State. With the establishment of a program of rehabilitation at the older institutions, Rockview receives those cases whose behavior, past history, criminal record, clinical and psychological record warrant a favorable prognosis. The time spent at Rockview represents the last stages toward rehabilitation and involves the preparation of the inmate for parole or release.

This policy, if fully developed, would be wholesome and desirable. It would involve the fundamentals of rehabilitation based on the man's normal desire to gain something, on his understanding the means by which he can gain, and on his practice of behavior leading to success. In this promotion scheme, the inmate would really learn the technique of social behavior, feel the satisfaction of personal recognition and would advance one step toward becoming a self-directing personality, having learned the facts pertaining to promotion and practiced the necessary self-control.

The Commission presents this relation of Rockview and Western Penitentiary in detail because on it depends the major argument for holding them as two units of one institution. To set aside this system, which gives major possibilities for rehabilitation, would be to renounce the advance in classification, in occupation and in the potentialities that it affords.

B. *Finance.* As a prison of first reception, Rockview would require a wall. This very large cost would be waste since those for whom a wall is necessary are taken care of at the Western Penitentiary under the present arrangement. A separation of the prisons would entail a duplication of staff; dislocation of records and bookkeeping would increase the overhead without resultant profit.

The cost of transfer of inmates, trustees and records under the present arrangement is comparatively negligible and defensible in the purpose now served.

C. *Administration.* With the present policy continued, the single Board of Trustees can adopt a modern, integrated program of prison administration. A division would require not only two Boards but also two wardens. It would require other major staff officers for work now sufficiently manned. It would require records and bookkeeping now properly handled. It would entail a new program and policy and great physical changes of undiscovered benefit. It would eliminate the possibility of developing a very desirable scheme of prison control by removing incentives to good behavior that promotion offers.

D. *Present Conditions at Rockview.* We heartily recommend the type and construction of the new cell block which provides a room for each inmate, giving him privacy, calm and quiet; giving him opportunity to live with his personal possessions, to pursue personal interests and to feel the satisfaction of daily renewing social contacts and starting each day as in normal life.

We commend the Psychopathic Ward at Rockview because it relieves the main institutions of the troublesome mental cases, placing the borderline cases in a specialized environment where some may be helped to return to the general group and where the true psychopath receives care and later placement for the best interest of society and himself.

We believe it inexcusable, however, to find double-decker beds in any State institution and particularly bad in the Psychopathic Ward at Rockview, where it may be a source of discontent and possible danger.

We believe the educational program is insufficient and calls for complete reorganization.

We find that a distinction is made in the wages paid by the institution and by the Department of Welfare for work of the inmates. We can find no reason why the Department should pay a man fifty cents per day and the institution ten cents to twenty cents per day when the work of each is equally necessary and often requires similar skill. We believe this to be unfair and a source of discontent and should be promptly changed. An honest day's work should rate the same wage in the institution.

Moreover, as now organized, the Commission finds that Rockview has served as a promotion institution for Eastern Penitentiary and other prisons. Though this condition has been less prevalent since the better type prisoner has been needed in the construction work

at Graterford, it proves the desirability of developing Rockview, with its seven thousand acres, to its full usefulness as a promotion prison.

FINDINGS RELATIVE TO THE BUREAU OF RESTORATION

A. *Present Organization.* Under the present organization, too many bureaus and boards handle the affairs of prisons and prisoners. The Bureau of Prison Labor in the Department of Welfare, the Bureau of Parole and the Board of Pardons and Paroles in the Department of Justice have no related purposes and no coordinated program to follow.

The relation of the Bureau of Restoration within the Department of Welfare to the State, County and local institutions is friendly but casual. Effective authority to correct after its inspection, is not given by law or when given is practically nullified by conditions set within the law.

The Commission finds that the chief of the Bureau of Restoration is charged by law with duties that require wide diversity of talents and tremendous labors. But there is little organization for the functioning of these talents and few facilities are provided for the performance of the labors. The staff is wholly insufficient to carry out the laws or to put in motion an adequate program of restoration. There is immediate need for additional clerical aides and technical assistants, and sufficient appropriation of funds to enable the Bureau to function one hundred per cent.

Moreover great progress toward the execution of the recommendations of this report would follow without further Legislation, if the Bureau of Restoration had a reasonable number of clerical aides and technical assistants.

Another important need is the coordination of the work of the Bureau of Prison Labor, the Board of Parole and the Board of Pardons and Paroles with the work of the Bureau of Restoration. In fact, the Commission believes that the work done by these various bureaus and boards is of sufficient importance and magnitude to warrant its elevation to a ranking department of the State Government, as a State Department of Correction.

B. *Standards.* At present there are no state required minimum standards for any of the institutions or agencies that handle delinquents. There is need for the setting up of such standards to be applied to all institutions from city lock-ups to penitentiaries, giving the Department of Welfare power to enforce its orders as well as power to rate its finding.

C. *Conferences.* The Commission finds that recently the Director of the Bureau of Restoration has taken the initiative in calling sepa-

rate conferences of the Wardens and Superintendents, Chaplains and other officials of the State Penal Institutions. This is a commendable beginning and should be extended to officials of county institutions as well. There should be district conferences as well as State conferences.

THE PHYSICAL CONDITIONS OF PENAL AND RELATED INSTITUTIONS

A. *Overcrowding.* Overcrowding is one of the outstanding evils in many Penal Institutions in Pennsylvania. The crowded conditions in certain districts of large cities are deplored and yet are tolerated in our state institutions. The use of double decker beds is a common means of doubling the number of inmates for which the rooms were designed. The Pennsylvania Industrial Reformatory, designed for a population of 800, on March 11, 1929, had a population of 1146; on February 13, 1931, its capacity unchanged, had a population of 1290. The Farview Hospital for the Criminal Insane, designed to house 397, on November 26, 1930, was housing 621. Similar conditions exist at Morganza Training School, with double decker beds in the boys' dormitories. No purpose is served in having Morganza a co-educational institution. A separate institution for girls would relieve this congestion.

In a recent report of the Bureau of Restoration it is stated that the Eastern Penitentiary is overcrowded by 90%, the Rockview branch of the Western Penitentiary is overcrowded by 12%, the Pennsylvania Industrial Reformatory is overcrowded by 60% and the State Industrial Home for Women at Muncy by 4%, based on one inmate to a room.

There is immediate need for additional space at Laurelton, especially for defective women who are also delinquent.

Nearly all county institutions are cruelly overcrowded and in need of space for every purpose.

Overcrowding has many evils.

1. It is undesirable from an administrative standpoint. Close and frequent contacts between inmates lead to an increase in disciplinary cases. Individual treatment is much more difficult. In short, any program of rehabilitation is more or less doomed to failure where overcrowding exists.
2. Overcrowded conditions often have demoralizing and degenerative effects. When two or more men sleep in the same cell, practices may be indulged in by individuals who otherwise might remain normal.
3. Overcrowding is undesirable from the standpoint of hygiene and health. It reduces the amount of fresh air available for

each individual in the cell; it raises the temperatures; it gives vermin opportunity to multiply.

4. It is desirable to have a cell for every inmate. This develops in the individual the sense of pride arising from the fact that the cell is his alone. He is made to feel responsible for its appearance, cleanliness and order. It provides him with a certain degree of privacy.

B. *Size of Institutions.* There is a tendency to relieve overcrowding by adding to the size of existing buildings or by squeezing new buildings within old boundaries. While this may be permissible in institutions of small size, it should be discouraged in institutions whose population is above a thousand, unless the expansion be for the purpose of giving more adequate quarters to the inmates already there. For efficient administration and for successful rehabilitative work, there is need for much more individualized treatment of inmates than can now be given. Such treatment can obtain only where the number of inmates is reasonably small, or the number of attendants adequate. On the other hand, the Commission finds the State Industrial Home for Women at Muncy is pathetically small. With an unusually good site and location and an administrative force sufficient for an adequate institution, the small number of inmates accommodated is out of all proportion to the State's large need and unduly increases the per capita costs. .

C. *Special Need of Certain Institutions.* Besides the lack of sufficient space for adequate housing of inmates, certain institutions lack buildings or space for special purposes. A comprehensive rehabilitation program calls for shops of various kinds, grounds or floor space, or both, for recreation and exercise, floor space for libraries, dining halls, educational buildings, buildings or wings for special classes of offenders, special discharge or pre-parole cottages or buildings. All of these are part of a rehabilitation program. Yet there is not one institution now fully equipped to carry out its own modest plans.

1. When a sentence reads "Solitary confinement at hard labor", one knows that this order of the court will not be carried out. Solitary confinement, except for discipline, is in the discard and hard labor or any labor at all is for the few. Shops are entirely lacking in almost all county institutions. In State institutions conditions are better, but certain needs are real. The reformatory at Huntingdon is well equipped to teach thirty odd trades. On the other hand, Muncy lacks facilities for canning, tailoring and weaving. The penitentiaries need more shops to give daily employment to a greater number of the

prison population. Now, in order to give work to as many as possible, the jobs are divided, and a full day's work is given to few of the inmates.

2. Other needs are of more specific nature. Muncy needs a discharge cottage to carry out the plan that the last months of detention shall be as nearly like normal living as possible. The enlargement of the psychopathic ward at Rockview is urgent and necessary to do away with its double decker beds and to increase its capacity. The county jails lack space for shops, schools, dining rooms, recreation, exercise. Few county jails provide any work in the open air or even outdoor exercise.

At Farview, the new administration building had but one suite of apartments for staff physicians. To man our institutions with the best type of officers and to lessen the turnover, greater consideration should be given to the conditions that will enable them to lead a normal family life. Particularly in institutions for the insane, the doctors in charge must have relief from the strain. Their home life, recreation and vacation periods must be scrupulously guaranteed.

The State is in immediate need of an institution to take care of male defective delinquents. Such an institution would reduce the population of the penitentiaries, reformatories and county jails and enable those institutions to carry out their program of rehabilitation. The institution at Cumberland Valley promises this relief. Its functioning should be hastened with all possible speed.

D. *Present Status of Buildings and Equipment.* In general, increasing attention is being given to the physical care of State Penal and Related Institutions. In county institutions improvement is noted in increased fire protection and fresh paint.

1. *Security.* In State Institutions there is practically no danger of escape from lack of security. Even in county jails the question of security has been given adequate attention although nearly half of them do not meet the State requirements in every detail. Prisons, by definition, are institutions in which offenders can be securely kept. But the problem of making prisoners secure has been given too much attention and money, when compared with other problems of vital importance. Security is needed, but there is a tendency to go beyond the need with a consequent waste of energy and money. Walls of solid concrete separate one inmate from another; heavy steel bars, closely placed, are still found on every window of most American prisons. Little purpose can be served by placing heavy steel bars

on a dining hall within a prison wall, unless one discredits all other means of prison control.

There is no better proof of the futility of our ponderous prison structure for certain type of prisoners than the fact that while Rockview and Graterford were being built, the inmates, who did most of the work, were housed in tents. These conditions existed at Rockview for almost ten years. It demonstrates what can be done with a selected group of inmates.

But the trend in prison building has recently taken a turn. The new cell block at Rockview has steel bars of considerably reduced thickness, although all windows open on the outside and there is only a stockade surrounding the buildings. Likewise, at the Western Penitentiary, the new dining hall will have no window bars.

2. *Protection from Fire.* The recent disaster in a neighboring state focused public attention everywhere, upon the question of fire protection in penal institutions. In State institutions, protection against fire appears to be adequate, assuming that the available apparatus will work in emergency. It is less adequate in jails. Some county jails are too poorly built to insure safety, but new fire extinguishers have been acquired and precautions are taken.
3. *Ventilation.* Provisions for proper ventilation seem adequate. In some State institutions, thermometers are placed in cell blocks and readings are taken at regular intervals. Data on the temperature of the buildings are thus made available. But this desirable system is by no means universal. County institutions vary.
4. *Lighting.* Lighting in the cells is generally poor because it must filter across corridors or through chink windows. Only where the outer wall of the cell block is provided with large windows extending the whole height of the wall is there ample light for each cell, but it is by no means general.

In the new buildings at Rockview, Graterford and the Delaware County Jail, all cell windows open on the outside. These are examples to be followed.

In some jails electric lights are available only in the corridors, but, in general, there is a light in each cell. This is placed in the ceiling and is usually too dim for reading.

5. *Equipment.* The equipment for hospitals, kitchens and general maintenance is fairly adequate. The furniture varies in quality and kind, but one feels the absence of a practical housekeeper's advice.

Beds and mattresses vary greatly in kind. Some county jails have no mattresses. The inmate rests on one inch steel strip lat-

ticework, sometimes with a blanket thrown over it. In larger county jails, canvass cots that fold against the wall are common. Where mattresses are in use, some are of hair and cotton, some entirely of cotton and some are tick filled with straw.

Sheets, slips and blankets, vary greatly in quality and in the extent of their use. Many county jails use only blankets; some supply one, others two, to each inmate. State institutions generally supply full bedding. As the number of commitments have increased, the double-decker beds have found wider use.

Benefit could be derived from the standardization of equipment in analogous institutions.

6. *Fixtures.* Toilet facilities differ greatly in State and county institutions. State institution cells are equipped with basins and toilets, but there are many county jail cells without them. Facilities for bathing and for washing clothes are satisfactory in State institutions, but are poor in many jails.
7. *Special Equipment.* In some institutions, the lack of sufficient equipment, renders available equipment practically useless. At Muncy there is a gymnasium, but lacks equipment. In other cases were found libraries without suitable books.

THE TREATMENT OF INMATES

A. *General Physical Treatment.* State institutions are doing well, under existing conditions, in providing for the physical needs of the inmates and for the maintenance of humane treatment. In most of our jails, however, no attempts have been made, in any phase of the program, toward individual readjustment.

1. *Food.* In all State institutions food is provided in sufficient quantities and is fairly palatable. Facilities for serving it hot and neatly are provided. There is often lack of variety and proper balancing of menus.

In county institutions the food varies greatly both in quantity and kind.

2. *Clothing.* Clothing varies in quality from fair to good and appears adequate. In some institutions a certain amount of freedom is permitted the inmate in the use of his own clothes rather than those of the institution.
3. *General Cleanliness.* State institutions are everywhere clean and practically free from vermin. In the county institutions every degree of cleanliness and its absence can be found, from scrupulous neatness to inexcusable filth.
4. *Exercise and Recreation.* State institutions recognize the value of, and attempt to provide, exercise, as far as possible, in the open air. This is much more effective than walking up and

down the corridors. It is more effective because it is usually much more enjoyed, therefore more vigorously pursued and for a longer period of time. Wherever recreational exercise finds a place in the daily program of an institution, it reduces problems of discipline, and prevents brooding and scheming on the part of inmates.

In spite of the acknowledged need of exercise and recreation, except in State institutions, outdoor recreation is seldom possible. In most county jails, except where they have prison farms, the only form of exercise is walking the range corridors. Recreation there is none, except what the ingenuity of the individual prisoner may invent. Card playing and gambling are not infrequent. The situation for the women in county jails is in every way worse.

The seriousness of these conditions is great. For it must be realized that the county jails handle the greater number of offenders. Moreover, many of the inmates are waiting trial. With the possible exception of known recidivists, they should not be considered as criminals, nor treated as such. Many of them are not convicted.

State institutions usually have some land available for outdoor exercise and recreation. Moving pictures, and occasionally stage shows, provide indoor recreation, supplemented by the institution bands. At Farview Hospital the recreation program is not developed.

5. *Discipline.* Prison discipline, by tradition, tends to be repressive rather than constructive. The notion that the inmate is in prison to be punished is still dominant. The feeling of vengeance toward the offender is deep rooted. It is no surprise, therefore, if occasionally jurists or others still advocate the whipping post as a cure for crime. Nor is it surprising to find occasionally in our institutions an administrator whose idea of discipline is almost synonymous with physical punishment.

Discipline is indispensable in prison control and management. But it should be constructive rather than repressive. Repressive discipline has been in vogue in the past, and still is the rule in some institutions, simply because it offers the easiest solution to the problem of management of offenders. Wherever it exists, it indicates inefficiency, ignorance, incompetency and lack of imagination on the part of those in charge.

The true disciplinary status of our institutions is difficult to ferret out. As far as can be known by inspection and questioning, it seems generally good. The trend is to treat inmates as individuals who will respond to humane methods of treatment.

It is not uncommon to find reasonable privileges granted and responsibilities delegated to deserving and competent inmates.

Both at Huntingdon and Glen Mills a notable attempt is being made to replace severe military discipline with socio-educational treatment and to build upon, rather than to stifle, boy spirits.

6. *Training of Attendants.* The Commission is convinced that the morale of an institution depends largely upon the type and training of the attendants. In order to carry on the kind of discipline now advocated, it is necessary to have attendants who are trained to understand the objectives. The majority of the attendants in our Penal and Related Institutions lack proper training.

Nowhere in the State is any formal attempt made to train attendants for the proper supervision and guidance of the inmates. Just as State schools are being established for those dealing with the apprehension of the criminal, so other schools should be established for the training of those responsible for his custody and rehabilitation. These could be readily established by a cooperative arrangement between the State penal and correctional institutions and the State aided universities and colleges.

In order to raise the standards of quality and training of attendants, it will be necessary to make their position secure and their wages proportionate to their tasks and responsibilities. At present, some of the attendants are paid wages too small for the best interest of the institutions,—as at Farview, among the criminal insane, where the work of attendants is really that of keepers.

B. Medical Treatment. Physical ailments are often the basis of social maladjustment. Medical treatment, therefore, is fundamental to any progressive program of rehabilitation.

1. *State Laws Concerning Health.* The Commonwealth of Pennsylvania has made many laws for the care of health in all institutions. But the law seems to have gone little farther than her statute books. Frequently officials and governing bodies are little impressed with the necessity of carrying out the laws. As a consequence, the matter of routine physical examination of all sentenced prisoners, while well done in some institutions, is superficial or not done at all in others.

The difference between what is and what should be, is well illustrated by the appended letters sent by the Department of Welfare in December 1930, to Warden X., County Z, Pennsylvania:

“My dear Mr. X.:

Pursuant to the duties imposed on the Department of Welfare by Act 175, 1929, section 2304b, visits and inspections have been made of all supervised institutions.

At the inspection of the prison under your control, conditions were found which are checked below, which, in the opinion of the Department of Welfare, are unlawful.

- (1). One cell is occupied by more than one inmate. (Refers to prisons erected since the operation of the Act of April 8, 1851, repealed by Act 447, May 2, 1929, Section 567.)
- (2). Inmates are not segregated who are:
 - a. Physically diseased, Act 208, May 10, 1921, P. L. 433 Par. 2.
 - b. Mentally weak, Act 208, May 10, 1921, P. L. 433 Par. 3.
 - c. Evilily inclined, Act 208, May 10, 1921, P. L. 433 Par. 4.
- (3). Venereal examinations are not made of all inmates. (Act of April 26, 1921, P. L. 299, No. 150, Par. 1.)
- (4). Physical examinations are not made of all sentenced prisoners. (Act of May 10, 1921, P. L. 433, No. 208, Par. 1.)
- (5). Mental examinations are not made of all sentenced prisoners. (Act of May 10, 1921, P. L. 433, No. 208.)
- (6). Incoming and outgoing mail is not censored. (Act of May 11, 1911, P. L. 274.)
- (7). All inmates found to be venereally diseased are not treated. (Act of April 26, 1921, P. L. 299, No. 150 Par. 1.)
- (8). Exercise is not given to all prisoners, two hours each day, out of doors, when weather and safety permit, and out of cells when the weather is inclement or security does not permit. (Act of June 14, 1923, P. L. 755, No. 306.)
- (9). Physicians records of prisoners examinations are not kept in the prison. (Act of May 10, 1921, P. L. 433, No. 208, Par. 1.)

Very truly yours,”

2. *The Status of Medical Treatment.* The medical program is almost entirely remedial. Illness and pain alone call for medical service. Health in County institutions is almost uniformly on the cure-pain basis. Treatment of the near-sick while carried on in a few state institutions, for certain types of cases, is not a State-wide practice. Inmates in poor health when they are committed, continue in poor health unless a change for the worse

takes place. There is need for State-wide policy of discovery and treatment.

State institutions take some care of the tubercular, by segregation and special diet. Genito-urinary cases are likewise segregated and treated. Psychopathic cases at the Western Penitentiary and Rockview receive commendable attention, tho the ward has double decker beds and additional housing is sorely needed. Huntingdon Reformatory has a splendid new hospital building and fine equipment.

Hospital facilities at both Eastern and Western Penitentiaries are not good.

At present there is not sufficient cooperation by correctional and penal institutions with the facilities already available in the State Department of Health. There is need for a Director of Health in the Bureau of Restoration in the Department of Welfare to coordinate the work of State and local hospitals, State genito-urinary clinics and State mental clinics and make their services available to state and county penal institutions.

It seems altogether possible, in a plan for health rehabilitation, that wings in jails in certain climatic locations could be designated for the care of special ailments; that the affected prisoners could be exchanged between prisons, each county paying for its own prisoners.

3. *The Status of Prison Physicians.* The remuneration of prison physicians, like that of many of the personnel of penal and correctional institutions, is generally too low for the amount of service demanded by law. As a consequence, too much latitude is often allowed the physician with regard to the time and the services he renders to the institution.

C. *Educational Program.* Formal education can not be regarded as the panacea for all criminal evils. The majority of the inmates of penal institutions are literate and a few of them have had the benefit of a high school education. Yet many of them are classified as habitual delinquents. Formal academic training is necessary, but it is only a phase of education. In a progressive program of rehabilitation, education carries a wider meaning and becomes of fundamental importance. Its principal function should be to rebuild the character of the inmates, to develop their personality and to provide training in habits that will lead to successful social adjustments upon release.

1. *Lack of State-Wide Policy of Education.* While here and there it is possible to find a good class in this or that branch of education, there is no State-wide policy, either for minors or adults, in our penal and correctional institutions. There is no definite

objective toward which the educational programs of the different institutions aim. Certain institutions limit their educational activities to "bringing illiterates to fourth grade" before their minimum expires and others to teaching "something useful upon release."

The Commission finds no relation between schools of penal institutions and the State Department of Education, no policy for requiring certificated teachers, no supervision, no special curricula or course of study by said department. The whole program is often left to the judgment of the Warden or Superintendent, who may or may not have knowledge of the modern technique of education. This, coupled with insufficient funds, makes the education of inmates in penal institutions, on the whole, a haphazard, unorganized, unscientific, activity, rather than a purposeful rehabilitation project.

The State, so vigilant in the education of non-delinquents, fails to accord similar opportunity to those confined in county and State institutions. As it provides a specially trained teacher for any twenty non-delinquent illiterate adults, it should provide similar facilities for the teaching of adults in penal institutions, where the need is equal and where attendance and time are assured.

In order that the available educational agencies of the State may be coordinated and that a comprehensive socio-educational program for penal and correctional institutions may be formulated, there is need for a Socio-Educational Director, whose duty should be to establish a relationship with the State Department of Education through the divisions of Special Education, Adult Education etc. and to plan the education in all penal and correction institutions, suited to the varying grades, ages and abilities of the inmates.

2. *The Status of General Education.* Education in our institutions suffers from three defects. In the first place little use is made of the modern findings of pedagogy and psychology relative to best methods of teaching adolescents and adults. Secondly, there is a lack of material and equipment. With few exceptions, all State institutions lack illustrative material, up to date books, adapted to the intelligence and age of the inmate. Libraries are usually poor. In some institutions books are available in large numbers, but many of them are either very old or treat of subjects in which the average inmate is not interested. On the other hand, magazines find wider circulation. Many of the inmates subscribe to various magazines and pass them around to other inmates.

Other available sources of education are restricted in their usefulness because of lack of equipment.

The third major defect is the lack of trained teachers. The teachers are often inmates, in most cases with a limited educational background. While they may have some capacity and a willingness to teach, they lack in training, experience and knowledge.

3. *Training in "Life Interests."* The Commission believes that one type of education should be introduced as far as practicable for every inmate. This "Life Interests Education" includes those skills which every woman should have as a woman and every man as a member of a household. It is the obligation of each penal institution to equip each inmate with the correct technique of daily living and to attach real importance to well rounded standards of home making. The study of the methods and materials of the household should be correlated with school, recreation and social living and should constitute an important part of the educational program. Every girl and woman, upon release, should have the skill and technical knowledge to make a bed according to hospital standards, to clean various types of rooms, to care for, prepare and serve food, to budget and plan meals, to give first aid and child care, to darn and mend, to know something about materials and their costs, to use a pattern, to operate a sewing machine, to know something of flowers, songs, games, stories, needle work, to know how to spend her leisure pleasantly and profitably and to meet her civic obligations.

There is absolutely no intention to minimize the importance of "wage earning" education. A fifteen hour day for three hundred working days of the year holds time for many types of activity. It is important to remember that while operations in present day factory work are easily learned, the technique of good housekeeping is far more difficult and the opportunity for learning it far more rare. Penal and correctional institutions are the logical places for this kind of training. One cannot over-emphasize the importance of focussing the attention of institutions upon character building and the skills which equip a woman to make life happier and so lead away from criminal acts.

This training in "Life Interests" is equally advisable for male inmates. During his incarceration each one should progress through a routine performance of simple household tasks in carpentry, plumbing, electricity, gardening, firing, first aid, camp cooking, etc. and the meeting of his civic obligations.

4. *Vocational Education.* Recent investigations on the usefulness

of trade training in penal institutions have brought new problems. The New York Crime Committee reports that "ex-convicts abhor the trade taught in prison." The study made of the Massachusetts Reformatory disclosed that 66% of the boys released did not follow the trade learned while in the reformatory. The Fishman report states: "It is open to question whether any considerable percent of the prisoners who do learn trades actually pursue such trades after they are released."

These reports do not disclose why trades learned in prisons are not followed on the outside. The data only show that they are not followed by 66 percent of the cases.

The fact that ex-convicts must often take any job that is offered them, may be one comment on the situation. Moreover, trade training acquired in prisons is often not given recognition on the outside.

But the Massachusetts report shows that 34% of the released do follow the trades they learned in the Reformatory. This proportion makes trade training worthwhile. In fact this percentage is only 18% lower than the percentage of those who attend Pittsburgh trade schools for 18 months. Fifty-two percent of those follow the trade after leaving school, while on the average, the boys of the Massachusetts Reformatory trained only 12 to 15 months.

So, while highly elaborate, expensive shops set-ups may not be advisable, such shop set-ups as are reasonable and modern should be encouraged. Prisoners should be taught to do one marketable thing absolutely and unqualifiedly well. The State's aim should be to give every person coming out of a penal or correctional institution that feeling of security that skill in at least one trade gives. To be able to do one job well gives an interest and an instrument with which to escape the old world of the unskilled, unindustrious or predatory group and to enter a state of self directed, decent and self-supported living.

The aim of industrial rehabilitation is to fix work habits, to increase dexterity and to broaden social understanding and to teach technique so that each inmate can adjust himself to whatever outside employment he may find.

In vocational education, as in other phases of education, there is no State-wide policy. At Huntingdon there are well organized facilities to teach thirty odd trades. Considerable progress is being made along this line at Glen Mills, and the progress thus being made is highly commended by the Commission. At Muncy typewriting, hairdressing, power laundering and commercial baking are taught. At the Western Penitentiary attempts are being made to teach machine shop work, plumbing,

carpentry, cabinet making, mechanical drawing, auto mechanics, auto painting, barbering, etc. But everywhere there is lack of coordination, of materials and personnel for supervision.

5. *Physical Education.* At present, there is a lack of organization, facilities and apparatus for purposes of physical education. In some State institutions much is done in athletics, baseball, volley ball, basketball, football. This is commendable. It affords entertainment and recreation for all and exercise for the players. Nevertheless, there is conspicuous need for physical exercise in which every inmate may take part.
6. *Special Educational Phases.* There are phases of special education which have not as yet received the attention they deserve. Morganza has an "Opportunity Class" for low mental cases. But there is need for further provision for all mental defectives of both sexes and all ages. For such cases there must be proper institutions. In the meantime, special effort should be made to procure training for the troublesome high moron and borderline cases.

Studies made by Doctor Van Nuxen at Laurelton and by others, show that individuals with relatively low intelligence can become useful and self-supporting if properly taught, properly placed and properly watched.

Institutions are increasingly making use of music as a means of developing the personality and powers. We commend the success and efforts of Doctor Van der Wall in musico-therapy, which coordinates moods, education and character building. His work at Muncy should be considered as a precedent to be followed by other institutions.

7. *Education in County Institutions.* Only three county jails out of sixty-six make an attempt to educate their inmates.

D. *Prison Employment.* Whatever else may be lacking in a penal or correctional institution, lack of employment should not be tolerated. Employment per se, is the greatest need in prison administration.

All penologists claim that as a rehabilitative force, work for prisoners has no equal. To a largely unindustrious group, such as are found in penal and correctional institutions, it gives the most important lessons in life. It fixes habits, gives opportunity for earning money and owning it and a feeling of satisfaction, independence and pleasure from earned rest after work. It is the most effective discipline. It occupies the prisoner's mind otherwise left to brood and scheme. It occupies time otherwise used for fraternization of the dullest or most dangerous sort. It provides an incentive for good behavior and makes clear that the loss of work means the loss of income and of privileges.

Work for inmates is the greatest and most immediate of prison needs. The idleness of prisoners is everywhere denounced as an inexcusable burden on the taxpayer and wholly demoralizing to the prisoner. It defeats all purposes for protecting society because instead of salvaging the individual prisoner it strengthens his bad habits. What little work is available pertains to daily tasks necessary to prison maintenance and the routine demands of prison life. In State institutions there is usually some shop work and occasionally trade training giving wage-earning skills. Steady work, however, is available for only a few of the inmates and practically no employment is available in county jails.

Moreover, different wages are paid to those who work for the Department of Welfare and those who do institution work. The Department of Welfare pays as high as 65 cents a day while the institution pays 10 cents to 20 cents a day for work which is fully as important and often carries greater responsibilities. This is obviously unfair.

Besides maintenance and shop work, inmates often do hand work in beaded bags, cabinet making, novelties, etc., on their own account. Such activities are highly commendable and should be developed systematically. Closer study of changing styles and new patterns would increase the real sales value of the articles.

The Commission does not approve of the employment of inmates in the handling of confidential histories of other inmates.

Some ruling should be made in institutions by which the inmate is required to send a portion of his wages to his dependents on the outside.

1. *Handicaps in the Development of an Adequate Industrial Program.* The Commission finds that this disastrous condition of unemployment is due to the absence of a proper market and the lack of scientific relationship between production and disposition. If the market for prison made goods were adjusted and inter-institutional commerce, known as "State use" were set up, Free Labor would find in it a tax relief rather than serious competition.

It would be advisable to make a list of all the needs of the institutions of the Commonwealth, and to equip certain institutions with facilities to manufacture articles not produced at present. A steady market for prison goods could thus be provided by requiring each institution to purchase from the institution producing. If this were done, institution maintenance could be paid for with little or no appropriation and the prisoners could earn for their dependents and thus to some extent relieve county poor agencies.

Of further help would be the standardization of equipment and merchandise used in similar institutions so that opportunity for large scale production of needs would be provided.

Another serious handicap lies in the present methods of accounting. The Commission believes that the Department of Welfare should arrange a system of bookkeeping whereby each institution is given credit for whatever it produces or manufactures.

In brief, the Commission finds the present industrial program in penal and correctional institutions hampered by

- a. the lack of information concerning demand,
- b. an unreasonably limited market,
- c. the lack of mandatory legislature for "State use,"
- d. the lack of standardization in equipment,
- e. inadequate provision for farming and insufficient set-up for industries.
- f. the fluctuating population in county jails.

F. *Classification.* Classification of inmates is of paramount importance even in institutions where there is no program of rehabilitation. It is of material aid to prison administration and management. In a progressive program of rehabilitation it is indispensable.

1. *Within the Institution.* Various types of classification are possible within the institution. Inmates can be grouped, according to the prospects they offer for rehabilitation, into the corrigible and the incorrigible. The latter group could be further classified into smaller groups as psychopaths, mental defective and others.

Classification serves also as a disciplinary measure; it affords possibilities for the permanent segregation of the incorrigible type commonly known as the "hardened criminal."

The corrigibles, the majority of the inmates in any penal institution, may further be classified into graded classes; the members of the lowest class promoted to higher classes after requirements are met and improvements in the behavior of the individual becomes manifest.

This type of classification, for its full fruition, would necessitate the building of discharge units for those who are about to be released and whose conduct has warranted their being promoted to conditions as nearly like those on the outside as practicable. Discharge cottages are needed at Muncy, Huntingdon, Glen Mills and all other institutions where a graded classification is now attempted. This system provides for varying degrees of security, from "tight house" for the "hardened criminal" to "discharge unit" for the inmate meriting such promotion.

Wide range of ages and difference in sex are often factors that make proper handling of inmates difficult. The range of ages at Morganza and the housing of boys and girls on the same grounds add to the administrative problems and hamper development. Most jails house men and women in the same building. This is not advisable in any institution.

Classification is often necessary as a medical measure. In some State institutions there is segregation of the tubercular, in some there is segregation of mental cases. This practice should be universal.

In general, adequate attention is given to social diseases. But the practice should be established of retaining inmates in the institution beyond the limit of his minimum term if the disease is not sufficiently under control by that time to warrant release.

Psychological and educational tests are not infrequent, but the results should find far wider use. Psychological and social findings, in fact, are indispensable for many kinds of classification. Studies of individual inmates should help to determine sentence and to clear many prison problems in administration, classification and vocational placement. But psychology is not a cure and classification is only a setting for treatment.

2. *Classification by Institution.* In a graded system of rehabilitative penology the most approved procedure is to classify the institutions themselves, and to transfer the inmates accordingly, as they advance or depart from the norm of the institution in which they find themselves. This system lends itself to the transfer of inmates for purposes other than those of promotion or demotion. Rockview, for example, not only provides a place to which the more deserving inmates of the penitentiaries may be promoted, but it also provides a ward for their psychopathic cases.

A classification of prisons as well as of prisoners, might well be introduced immediately. A jail in certain climates could be designated to house and treat all the tubercular in a given prison district; another jail could be adapted to house all women prisoners of the district; a third could care for the defective delinquents until suitable State institutions are built.

Institutions for mental defectives and for defective delinquents are a very urgent present need. Farview cannot accommodate all the criminal insane. There is immediate need for a new institution for criminal male defectives to relieve the reformatory, penitentiaries and jails.

There is very urgent need for a system of State Industrial Prison Farms to receive prisoners sentenced to county jails

for not less than 30 days. Most of our county jails are not and cannot be equipped to develop a satisfactory rehabilitation program. Yet many county jail inmates can be improved under proper treatment. A prison farm satisfies more problems in providing work, exercise, health, and general rehabilitation than any other form of penal institution.

G. *Post-Institutional Supervision.* The period immediately following release is most critical for the ex-convict. It is the period of readjustment when he most needs, and receives least assistance. Usually he can get no employment, if he honestly states who he is and where he has been. The first thing he does is to deny his indentity, to assume a name. He endeavors, to lay the foundation of good conduct by telling falsehoods. For these reasons the man just out of prison needs sympathetic and wise guidance as he never needed it before. Little provision is made for such guidance.

A woman jailed seventeen times in 1930 is a mathematical problem as to the cost of a bad sort of "protecting society," and is a spectacular comment on her "preparation for release."

1. *The State Parole System.* Under the present system, every inmate upon release from a penitentiary receives new clothing and ten dollars. This amount is too small unless the prisoner returns home and his home is not too far from the prison. Jails do less or even nothing for the released.

Recently a State system of parole supervision has been organized with a superintendent in the Department of Justice. At present actual supervision covers only six counties in the Philadelphia district and five counties in the Pittsburgh district. For the rest of the counties, parole supervision amounts to little more than form filing. Not enough money is available to permit the parole officer from the institution to undertake actual field supervision.

It follows that no friendly contracts and no preventive supervision can be established. Parole violation is discovered only when someone reports such violation to authorities.

2. *County Parole System.* Few county institutions provide supervision for their released prisoners. Occasionally, county probation officers charged with the oversight of juveniles on probation, do supervise some of the ex-inmates of county jails. State institutions also, at times, call upon these county officers for supervision of their cases. Many counties have no probation officers. There is urgent need for more and well qualified probation and parole officers.

Because of the importance of supervision to society and to the released prisoner, and in the absence of a State-wide county parole system, the State Bureau of Employment should be en-

listed to find jobs, and outside agencies, "Service Clubs" and others should be enlisted in the work of supervision. These agencies should act as a contact between the inmate and his family during his imprisonment and definitely prepare a home for the reception of the prisoner when released and help to secure employment when discharged. If these "Volunteer" services are not acceptable, then it will be necessary for each institution to employ certificated social case-workers who shall hold together family interests, make contacts with outside agencies, and help to bridge the difficult period of adjustment when the "released" reenters society.

- H. *Codification of Penal Laws.* The Commission finds such a large number and variety of laws and regulations for the management of penal institutions and the custody and treatment of prisoners that a State wide program is easily discounted by a local condition. It would be of great advantage if all laws concerning prisoners and prisons were codified.
- I. *Excessive Variation in Sentencing.* The Commission finds that the length of sentences imposed by different judges for similar offenses differs too greatly and should be given serious consideration.
1. *The Sentencing Board.* While the Commission is not wholly in agreement with this matter, it may be, that the allocating of the sentencing to a special group, created to perform that particular function would bring relief to the courts, and based upon full information concerning the prisoner, more equable sentences would be imposed. The Commission holds it advisable to call attention to this important subject for serious consideration and further study.

THE COUNTY JAIL PROBLEM

- A. *Importance of the Problem.* Because the protection of society and the general good of the whole State is bound up, not only with State Institutions, but with the whole Penal institutional problem and because jails and other institutions of counties and communities are feeders to State-owned institutions, it is highly necessary that state-set minimum standards should be made mandatory in every Penal institution in the Commonwealth. Until very recently, no where was there a good word to be said for jails and even now for only a very few. In a progressive penal set-up, the jail will be little more than a clearing house.

On the day of the last state inspection in 1930, the jail population of the various districts was as follows:

District 1. Philadelphia County	2254
2. Allegheny County (Jail only)	613

3.	Delaware	251	
	Bucks	49	
	Montgomery	200	
	Chester	109	
	Lancaster	190	
		<hr/>	799
4.	Berks	172	
	Lehigh	112	
	Northampton	141	
	Carbon	10	
	Schuylkill	132	
		<hr/>	567
5.	Lackawanna	152	
	Luzerne	163	
	Wayne	11	
	Susquehanna	17	
	Wyoming	7	
	Pike	1	
	Monroe	7	
	Bradford	31	
		<hr/>	389
6.	Dauphin	160	
	Lebanon	250	
	York	126	
	Adams	34	
	Cumberland	30	
	Franklin	59	
	Perry	11	
	Juniata	12	
		<hr/>	682
7.	Lycoming	46	
	Snyder	2	
	Tioga	9	
	Potter	10	
	Clinton	22	
	Sullivan	3	
	Centre	30	
	Cameron	5	
	Northumberland	64	
	Montour	2	
	Columbia	36	
	Union	1	
	McKean	39	
	Elk	10	
		<hr/>	279

8.	Cambria	150	
	Blair	95	
	Clearfield	31	
	Indiana	10	
	Somerset	32	
	Bedford	14	
	Fulton	3	
	Huntingdon	13	
	Mifflin	17	
		<hr/>	365
9.	Washington	151	
	Greene	32	
	Fayette	130	
	Westmoreland	118	
	Beaver	86	
	Butler	17	
	Armstrong	39	
		<hr/>	573
10.	Venango	49	
	Lawrence	68	
	Clarion	12	
	Jefferson	10	
	Mercer	86	
	Crawford	20	
	Erie	150	
	Warren	12	
	Forrest	2	
		<hr/>	409

The total number of inmates for the county jails was at that time 6930. Considering the larger turnover of the county jails (15,989 cases during 1930), it is evident that they play a far more important part in the penal system of the State than the State institutions themselves. Nevertheless, they are much more poorly conducted than the latter. The last 1930 rating of the State inspectors shows the following:

In 66 county jails, in a possible score of 1000 points, 47 jails rated under 600 and the lowest rated 280.

38 Counties rated zero for employment of inmates except for domestic work,

40 counties rated zero for recreation including libraries,

63 rated zero in educational program

49 rated zero for shops and farm work

30 have no exercise grounds,

30 are without adequate provisions for security

In security, over half rate the highest mark. Over half rate lowest in segregation, discipline and religious and moral instruction.

In the light of these findings, it is absolutely necessary that State minimum standards be set up and enforced by law.

B. *Physical and Hygienic Conditions.* A few new jails are of the most approved type. Some old ones are fine examples of what can be done. From the physical side, many jails are so poorly constructed that they present definite fire hazards, although everywhere fire precautions have been taken.

1. *Sanitary Conditions.* Sanitary conditions are bad in many jails. Basins and toilets are in poor condition. The county jail is at constant war with vermin. In some, the odor of disinfectant betrays the need of soap and water.

2. *Food.* Food is usually far below the standards of State institutions. Poor planning, poor buying, poor cooking, poor serving is the rule. A few exceptions occur. It suggests that one of the State inspectors should be a woman qualified to give technical housekeeping advice as well as to "rate" conditions.

3. *Medical Treatment.* Medical treatment and supervision in general are inadequate. There is no adequate segregation and treatment of the tubercular and the sick. Extra-mural facilities are available only for the acutely ill.

4. *Exercise and Recreation.* Except on prison farms, provision is seldom made for exercise or recreation for men, beyond walking up and down the corridors and small yards. Even less is available for women inmates.

C. *Moral and Educational Conditions.* With few exceptions, practically no attempt is made to improve jail inmates. Attempts at health education are made only in a few jails and consist of a few "setting-up exercises."

Idleness is the order of the day almost everywhere, partly due to inertia and precedent, partly to the indifference arising from the fluctuation of jail populations and partly due to the lack of market for prison-made goods.

The discipline in county jails is fair, considering the facilities provided, although occasionally it is repressive and severe. There is no attempt to change the attitude of the inmates, nor to prepare them for release.

To relieve certain jail problems, it would be expedient to designate a wing in strategically located jails for special purposes and to transfer certain types of inmates to such jails. For example:

1. all sentenced women of the prison district,
2. all tubercular inmates of the district
3. all first offenders of the district.

THE JUVENILE DELINQUENT

A. *Importance of the Problem.* Regardless of how complete and effective a program of rehabilitation may be developed in our penal and correctional institutions, its aim can be only to correct that which society failed to prevent and its activities can be only remedial. The majority of first offenders already have a history of delinquency and are first offenders, not because they have broken the law for the first time, but because they have been convicted for the first time. Many first offenders are really recidivists. Many of them have a history of truancy, running away from home, petty stealing, and other anti-social activities anti-dating their first appearance in court. So that by the time of their commitment, bad behavior-patterns were well established. In a study made of 1400 reformatory boys, it was found that 60% had "been given a chance" more than once before being committed. Truant officers or the police knew them long as troublesome.

Society can often put its finger on its own sins of commission and omission, which set up situations that condition criminal behavior. Many juvenile delinquents come from broken homes; many are misfits in school; many have some physical handicap, and many others have been denied the material things that every child should have in a world of fair play. Some day it will be reckoned economical to spend money on a State wide program of probation for the beginning delinquent, to set up schools, camps, health agencies, where misfits shall be evaluated, properly handled and suitably placed. Probation, now carried on in a few counties, is insufficient and sometimes lacks direction and cooperation. In some places "Big Brother" and "Big Sister" groups and other agencies, function well. Schools for "misfits" are few.

The State has in the past not performed its duty, but is gradually becoming aware of its responsibilities. Appropriations, in many instances, have been made blindly and without a systematic program respecting the original purpose of juvenile institutions, namely, the reformation of those sent to such institutions. There can be no better investment than for the State to finance full facilities for all of its juveniles.

After a minor is committed, the State should not fail him again. During the years of exposure to the highly artificial environment of an institution, society must use every means possible to prepare him for readjustment. It would be extremely wasteful for the State to do less than the very best, and to follow any but the most progressive, most scientific methods in its treatment of the delinquent child. In its first contact, the State must compensate for the failure of society, to prevent delinquency.

B. *The Present Status of Institutions of Juvenile Delinquents.* The Commission finds that the most immediate need in all juvenile institutions is for more space. All are now housing more inmates than they have room to accommodate. This makes classification and a graded system of promotion very difficult.

Overcrowding has forced the use of double-decker beds and the placing of two inmates in one cell,—a wholly undesirable condition. The overcrowding at Huntingdon has necessitated feeding many of the boys in their cells. The Superintendent and the Commission hold this practice to be highly undesirable. Relief should be immediate. This could be obtained by building an inexpensive cottage colony for the promising type and by removing the defective delinquents to suitable institutions.

The educational problem in county institutions is generally old-fashioned and inadequate. In State schools great improvement is noted. Vocational training is being modernized and extended. Huntingdon and Glen Mills are carrying a fine new program of correlation of trade with academic training. At Sleighton Farms also many of the latest methods of reconstructive education are carried out. But the Commission sees the need and urges the prompt introduction of routine, progressive, “Life Interests” training.

Because the primary function of juvenile institutions must be rehabilitation, they, more than other penal institutions, have need for qualified attendants. Instead, the ‘driver’ type of attendant is often found, although some splendid men and women are also at work.

The effectiveness of institutional training on the character and welfare of the juvenile delinquent finds its real test during his parole period. But at best, readjustment cannot be complete at the time of parole. The process goes on for some time after that. Hence, there is need for effective supervision during parole. At present supervision is practically non-existent. It consists primarily in giving the responsibilities it involves to the same relatives who failed to control the delinquent’s behavior before he was committed. The parolee is returned to the same environment from which he came. Meanwhile institutional life may have done very little toward preparing him to avoid old pitfalls. The wonder is that not more of them become repeaters.

The Commission cannot too vigorously urge that the standards of health and schooling, so rigorously set for children at large, while different in kind, shall at least with equal conscience, care, continuity and supervision, be offered to the child in every correctional institution in the State, from detention home to State reformatory.

THE NEED OF RESEARCH

A. *Present Status.* Penology offers many opinions but relatively few principles based on scientific facts. In no field is reliable information more difficult to obtain than in this, yet, little attempt is made to do real research work. Experimentation in penology and criminology is practically unknown, in spite of the rare opportunities that are offered.

Commissions have come and gone, have investigated and reported and yet comparatively little has resulted from their labors. Interest soon wanes, while inertia persists to such an extent that even units organized for the purpose of research do not function. The Statistical Unit in the Department of Welfare cannot function to its fullest extent because of lack of sufficient personnel. The Bureau of Restoration is inadequately manned to carry out the large program of fact-finding to make its work more effective.

B. *The Needs.* To make research possible and findings available, there is need to align all agencies now collecting data into a properly manned Bureau of Research. The collection of facts and the prompt assembling of accurate data relative to crime and the criminal, is necessary if programs are to be developed and purposes defined on a scientific basis. To facilitate the collection of information, it should be made mandatory upon district attorneys, clerks of courts, justices of peace, aldermen, police magistrates, coroners, police officers, etc., to furnish the data.

To this end, simple but uniform record forms should be adopted.

Pure research in criminology could be advanced by promoting cooperation between penal and correctional institutions and State-aided universities and colleges. Students would find rare opportunities for useful research and internship.

A PENAL AFFAIRS ADVISORY COMMISSION

The Commission has found in many places vigorous efforts to bring about this or that in penal affairs. Private organizations are making surveys and printing information. Committees are raising funds, extending membership, recommending building, advising practices and introducing and supporting measures in the Legislature, aimed to improve penal affairs. Their continuity of purpose and wisdom of programs have accomplished much in the creation of public interest and the correction of this or that featured evil.

The Commission believes, however, that, tho this uncorrelated activity of various groups, each one working alone, has real use in itself, it is without the larger values that combined efforts could accomplish. Nor do special temporary commissions do very much more than present pictures already fairly familiar.

There is great need for the coordination of all interests and for making available to the Department of Welfare and the Bureau of Restoration all the information that concerted effort may bring. This piece-meal sniping at one bad condition does not solve the whole penal problem. It leads the Commission to believe that a permanent *penal affairs advisory group* should be created and should include a representative of each of the five major groups now working on penal affairs, three members at large, the Director of Bureau of Restoration and the Secretary of Welfare, ex-officio, and for the purpose of testing the usefulness of such a group, we deem it advisable to create a Commission which will function in the next biennium, as herein set forth, which will report to the next Session of the Legislature in 1933.

IV

RECOMMENDATIONS

The present penal system of the State of Pennsylvania suffers from grave defects, the remedy of which would require very radical changes.

- A. It is recommended that *State Regional Prison Farms*, be established, one in each prison district of the Commonwealth, to take care of the sentenced prisoners now in county jails. These prison farms to receive only those prisoners whose term is not less than thirty days.
- B. We recommend that in addition to the present penal institutions, the establishment of a *Psychopathic Hospital* for the care and treatment of psychopathic cases that cannot be classified as "criminal insane;" persons sent to this hospital to be held for an indeterminate period and to be released only when the Board of Physicians certify him fit to return to society.
- C. It is recommended that a comprehensive study be made of the variations in present methods of sentencing and of sentences, and full consideration be given to the possible establishment of a Sentencing Board, whose function shall be to relieve the courts of this particular duty, who with a complete record of the person convicted and with such recommendations as the trial judge may deem proper, and after a proper study, shall be empowered to make suitable disposition of the case and to send the convicted offender to the proper institution.
- D. *Department of Correction.* We recommend the establishment of a ranking Department of Correction, which shall include all State bodies that deal with the affairs of prisons and prisoners.

NON-INSTITUTIONAL RECOMMENDATIONS

A. *Staff and Appropriation for the Bureau of Restoration.* It is recommended that the staff and the appropriation for the Bureau of Restoration, under the Department of Welfare, be increased so that it may function to the fullest extent of its powers and that its powers be augmented.

B. *A Penal Affairs Advisory Commission.* It is recommended that a Penal Affairs Advisory Commission be created to pool present activities of the various bodies interested in penal affairs, to make a continuous study, and to confer with and recommend to the Secretary of Welfare and the Director of the Bureau of Restoration on matters pertaining to prisons and prisoners.

It is recommended that such a Commission include a representative from each of the five State-wide organizations now doing work in penal affairs.

The Pennsylvania Prison Society,

The Committee on Penal Affairs of the Public Charities Association,

The Association of Directors of the Poor, Charities and Correction of the State of Pennsylvania,

The Division of Correction and Restoration of the State Federation of Pennsylvania Women,

The County Prison Officials Association,

Three citizens of the Commonwealth, who, by reason of outstanding interest in penal affairs would be appointed by the Governor,

The Director of the Bureau of Restoration, ex-officio,

The Secretary of the Department of Welfare, ex-officio.

It is recommended that this Commission elect a chairman and secretary and meet to consider a program and plans in keeping with its important and comprehensive program and plans, and that it give immediate consideration to the recommendations of this report.

It is recommended that the unexpended balance of moneys, heretofore appropriated to the present Commission on Penal Institutions, be reappropriated to the above Commission for the biennium for the work of the Commission in making investigation and inspections and for clerical and other assistance. The members of the Commission shall serve without compensation but the expense incurred by the individual members, not affiliated with the Department of Welfare, in attending meetings, inspecting and investigating penal and correctional institutions, shall be paid on warrant duly signed by the chairman and drawn on the Department of Revenue.

- C. *The Socio-Educational Director.* It is recommended that a qualified specialist as Socio-Educational Director shall immediately be added to the staff of the Bureau of Restoration. It shall be the duty of such Director to plan and organize a State-wide program of education for all penal and correctional institutions and that a co-operative relationship be established between his office and the Department of Education thru the Division of Special Education, Adult Education, Vocational Education, etc.
- D. *The Health Director.* It is recommended that a Director of Health be added to the staff of the Bureau of Restoration whose duty shall be to formulate and introduce a state-wide program for the physical care of the inmates of penal and correctional institutions, and that a cooperative relationship be established between his office and the State Department of Health and other health agencies.
- E. *The State Board of Parole and Probation.* It is recommended that the State create a State Board of Parole in the Department of Welfare whose duty it shall be to supervise effectively those released from State institutions and from District Prison Farms.
- F. *Criminal Research.* It is recommended that facilities for research be increased by reorganization of the agencies conducting such work into a Bureau of Research; that contacts be established between universities and colleges of the State and penal and correctional institutions and that funds be appropriated for research projects.

RECOMMENDATIONS RELATIVE TO THE BUILDING PROGRAM

- A. *Relief of Over-Crowding and Facilitation of Classification.* It is recommended that building projects should be considered from the angle of State-wide development of a balanced program to relieve over-crowding and to classify for rehabilitation, rather than from the unrelated need of each separate institution.
1. *Cumberland Valley Hospital for Male Defective Delinquents.* The Commission very urgently recommends that the construction of the proposed Cumberland Valley Hospital for Male Defective Delinquents be hastened with all possible speed to answer to the very urgent need.
 2. *Eastern Penitentiary and Graterford.* It is recommended that Graterford be held as one unit in a scheme of classification, and that the future development and usefulness of the Eastern Penitentiary and Graterford be given serious study.
 3. *Western Penitentiary and Rockview.* It is unqualifiedly recommended that these two institutions be continued in their present relationship, and that further housing facilities be provided at Rockview by one additional cell-block similar to the newest unit

there; it is further recommended that Rockview with its seven thousand acres of land be developed to its full usefulness.

4. *Huntingdon Reformatory*. It is recommended that the Reformatory be enlarged by providing a cottage colony outside the walls at a sufficient distance from the town, or in movable camps. Such a colony should be the highest stage in a graded system of promotion and classification.
5. *Muncy*. It is recommended that Muncy be immediately enlarged by the building of additional cottages of an economical type, so as to accommodate all sentenced women prisoners, except those defective delinquents who should be provided for at the institution at Laurelton, and that all present legal restrictions as to age, etc., be removed.

It is recommended that housing facilities take precedence over other building projects to afford the opportunities of this fine institution to a greater number, and to reduce the large present per capita cost, and that thereafter the requests for a cannery, tailoring shop and loom room be granted, and that the building program include a discharge cottage.

6. *Laurelton*. It is recommended, because of the great relief that would come to all women's penal institutions in the State, that Laurelton be enlarged to accommodate all defective delinquent women.
7. *Morganza*. It is recommended that a girls' division, at some distance from the present school, or a new school for girls, be constructed to relieve the over-crowded housing and cramped development at Morganza. It is recommended that the present institution be continued as a school for boys only.
8. *Farview Hospital for Criminal Insane*. It is recommended that sufficient housing be provided at Farview to accommodate all the criminal insane of the State. It is recommended that the accommodations for the medical staff be improved.

AUXILIARY METHODS FOR THE RELIEF OF OVER-CROWDING

- A. To aid in the *relief of over-crowding* it is recommended
 1. That there be a *more judicious use of probation* under better qualified and a greater number of probation officers:
 2. That *delinquency of juveniles be checked by*
 - a. Early classification by schools, health agencies, juvenile courts, etc., to determine the kind of treatment needed;
 - b. Early placement of the unfit before he becomes delinquent;
 - c. Close cooperation of the juvenile and other courts with the State mental health agencies, etc.

3. That *recidivism* be lessened by
 - a. Proper rehabilitation program within institutions aiming to change the attitudes and build up work habits of the inmates;
 - b. Proper re-introduction of the released convict into society;
 - c. Greater use of State Employment Bureaus and private agencies to place the released on jobs;
 - d. Proper parole supervision after release.

MISCELLANEOUS RECOMMENDATIONS

- A. *A Market for Prison Products.* To insure a market for prison products, it is recommended that it be made mandatory upon each State and State-aided institution to purchase from the other State and State-aided institutions, commodities manufactured by these and needed by the purchasing institution.

It is recommended that after the various needs of the institutions are itemized, the practicability of producing a given commodity in one institution be considered, along with the possibility of installing equipment for the production of commodities not now produced by any institution but needed by many.

It is recommended further that prison equipment be standardized in like institutions.

- B. *Minimum Standards.* It is recommended that the State shall set and require minimum standards for county jails, reformatories and all other penal and correctional institutions.

It is recommended that one of the State inspectors in the Bureau of Restoration be a woman with technical housekeeping training.

It is recommended that the power to enforce its standards be given to the Department of Welfare.

- C. *Training School for Prison Attendants and Other Officers.* It is recommended that a training school for prison attendants and probation and parole officers be established, thru the cooperation of the penal and correctional institutions with the State and State-aided universities and colleges.

It is recommended that as soon as practicable every attendant in penal and correctional institutions be required to show a certificate of fitness as to physique, character and technical training.

It is recommended that both men and women now employed as attendants be given opportunity, in rotation, to take training after the above mentioned school shall have been established.

RECOMMENDATIONS FOR REHABILITATION

- A. *Physical Rehabilitation.* It is recommended that the laws of the Commonwealth relating to health be brought to the attention of all in charge of State and county institutions, and to the govern-

ing bodies, and that power be given to the Department of Welfare to enforce the laws.

It is recommended that more widespread attention be given to the treatment and segregation of the tubercular and sick in penal institutions; that a block in jails be designated as prison health wards and that prisoners be transferred for special treatment.

It is recommended that more emphasis be put upon preventive and curative medicine and health activities in penal and correctional institutions.

B. *Social Rehabilitation.* In order to obtain the maximum returns for money expended, it is recommended that the whole educational program of penal and correctional institutions be placed under the direction of a Socio-Educational Director so that it shall be unified and organized according to the best scientific developments in the education of delinquents; and that such program utilize every available force that will contribute to rehabilitation.

It is recommended that greater attention be given to the classification of inmates in order that the policies and programs may be more readily carried out.

C. *Industrial Rehabilitation.* In order to fix desirable habits and to give marketable skills it is recommended that an intensive program of industrial education be worked out in all penal and correctional institutions so that idleness and its demoralizing effects may not defeat the purpose of rehabilitation; and that each inmate be taught a trade within the limits of his abilities to master.

It is recommended that wage scales in prisons be equably adjusted and that no discrimination be made.

It is recommended that persistent and sincere attempts be made to secure a State-use market for prison made commodities.

CONCERNING THE CODIFICATION OF LAWS

It is recommended that the laws of the Commonwealth of Pennsylvania affecting prisons be codified in order that conflicting and obsolete material be discovered and said laws be revised to fit present needs, and the progress of the Commonwealth.

It is recommended that provision for such codification be made thru the Legislative Reference Bureau.

WILLIAM C. ALEXANDER, *Chairman*
 FANNIE SAX LONG, *Vice-Chairman*
 STANLEY P. ASHE,
 JOHN MONAGHAN,
 WILLIAM E. WRIGHT.

